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THE EIS (ENVIRONMENTAL IMPACT STATEMENT) PROCESS IN
RELATION TO THE PROPO. (U) WASHINGTON UNIV SEATTLE DEPT
OF CIVIL ENGINEERING T K EQUELS 1983 N66314-72-A-0096

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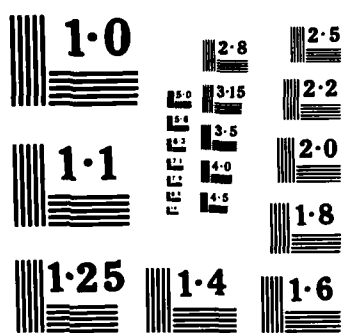
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The EIS Process in Relation to the Proposed
Naval Task Force at Everett, Washington

1983

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Timothy K. Equels
LT/CEC/USN

Source: Univ. of Washington
Dept. of Civil Engineering
Seattle, Washington 98105

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Memo on file

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I. Introduction

→ The National Environmental Policy Act of 1969 brought into prospective the need for consideration of environmental factors with regard to development actions on projects related to the federal government. The military facilities planner must have a working knowledge of the NEPA Act and all subsequent rules, regulations, and organizational supports pertinent in order to function effectively when planning the development of new or existing military enclaves. This research paper will review pertinent history, organizations, procedures, and judicial decisions which would have relevance to the development of major projects in general and then will review some of the specific factors required to be addressed in an Environmental Impact Statement (EIS) for the Puget Sound Naval Task Force. Since Everett, Wa. was selected as the primary site for the homeport of the Task Force the research will concentrate on what impacts to the community will occur for such a project within the immediate and surrounding Snohomish-King County area. ←

Also addressed will be what problem areas are evident based on the data obtained and what can be done to mitigate these problems. This part of the research report will look into federal, state, and local agencies available and how they may help alleviate the problems. Data collected on a variety of subjects will be analyzed trying to reach a consensus of what the problem areas will be, its magnitude, and how the EIS process will address these problem areas.

II. Scope of Project

A major military base is similar to an independent city and must deal with many of the same environmental, social, and economic problems that are evident. The basing of a Naval Task Force in Puget Sound stems from a need for the Navy to meet the facility requirements of its growing fleet of ships and manpower presently under implementation. The Pacific Fleet expansion has led to overcrowding and its resulting problems at the Navy's main Naval Station at San Diego. The reactivation of the Long Beach Naval Station to its full capacity was one step in alleviating this problem. The Puget Sound project at Everett would further meet this primary problem to a manageable level. The project proposal would require installations to accommodate a task force consisting of between 15 and 20 ships, including a large "Nimitz Class" carrier. This would

require approximately 9,000 sailors to be attached to the naval force and an additional 1,400 military personnel assigned to the base facilities. The direct civilian employment figures are estimated to be between 1,500 and 2,000 employees. The estimated cost of constructing the homeport berthing and on-shore facilities at Everett, WA. is \$491 million¹.

The military facilities planner will have much to do and say in regard to how this project will come about. The engineering requirements of a large military base of this type are significant. Naval stations have to deal with the problems inherent with fuel (nuclear and fossil) storage and transfer, weapons (nuclear and conventional) storage and transfer, utility generation and use, electronic and sonic emissions control, wastewater and refuse management, and even disaster control where relatively small areas of land in highly populated coastal regions are used for modern naval installations. More general problems which need to be addressed with any substantial city development are problems with regard to transportation, housing, and school requirements and capacities.

III History and Background of Environmental Matters Relating to Naval Military Enclaves

The concern toward environmental matters really developed during the early 1960's with numerous reports, investigations, committees, and books on the matter predicting environmental suicide if the environment is not taken into consideration with regard to man's development and use of the earth's resources. The Johnson administration emphasized environmental studies and commissions which were aimed at investigating the problem and recommending policies to enhance the environment but congressional activities were still in the study and preliminary formulation stage. The resultant effort of both Congress and the Executive Branch was NEPA which became law on 1 January 1970. Executive order 11514 gave the parameters and support for the Council on Environmental Quality and stated the policy and responsibilities of federal agencies involved in environmental matters. E. O. 11514 was instituted on 5 March 1970 and was amended on 9 August 1979.

The Navy in 1972 instituted its in-house regulations concerning implementation of federal regulations and laws under NEPA with OPNAVINST 6240.3. This Naval instruction was updated in 1983 under the new OPNAVINST 5090.1. The total

Department of Defense budget for pollution abatement has increased nearly 100% from 291 million in FY 73 to around \$500 million in FY 82. The Navy's portion of this budget has been around 30-40%. The Navy has done significantly better on environmental matters than other federal agencies or other industries. The EPA compliance rate for air and water pollution sources for the Navy is 95% compared with a DOD average of 85% and a National average of 80%. Significant Navy accomplishments have been improvements to spill prevention, counter measure, and control plans; the meeting of a 1981 deadline for installation of marine sanitation devices on all vessels; and a good judicial record of favorable decisions when EIS issues have been challenged in court.²

Also of fairly recent significance has been the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) of 11 December 1980. CERCLA created the Superfund totalling \$1.6 billion to be administered by the EPA for detection and remedial actions at past hazardous material disposal sites. In consideration of the DOD's past record of good performance on environmental matters, the President signed an Executive order in August 1981 which gave the Secretary of Defense exclusive independent responsibility for:

1. Response Authority (immediate removal and permanent remedial action on DOD sites).
2. Investigation monitoring, survey, and testing authority for hazardous material releases, or threatened releases from DOD facilities or vessels.
3. Authority to undertake such planning, legal, fiscal, economic, engineering, architectural, and other studies or investigations as necessary to accomplish the provisions of CERCLA. The Secretary of the Navy has been delegated the Navy's portion of this responsibility.

It should be noted that this was not entirely due to the DOD's past performance since 40 CFR 11 Code of Federal Regulations restricts some data under classification rules and regulations which the EPA may not have been able to gain access³. The DOD's past performance made the independent directive much more acceptable to legislative watch dogs and the EPA itself.

IV Outline of Authority, Laws, Regulations and Instruction

In order to better understand the parameters under which the Navy attempts to balance environmental concerns with facilities maintenance and development, a review and outline of applicable laws, regulations, instructions, and organizations is required. Since the EIS process is that management tool which is

most applicable to the case in question the review will only look at those items which deal with EIS requirements. There is a multitude of other laws, regulations, etc. which overlap or support pollution abatement and feed into the EIS process but a complete study would be too lengthy and of questionable advantage to finding out how the Navy will address concerns in relation to environmental matters

Figure 1 gives a schematic relationship of applicable laws and regulations. Given below is a synopsis of each pertinent item of interest.

National Environmental Policy Act of 1969

NEPA is the foundation for environmental policy and was passed on 1 January 1970. The four key sections of the act involve:

1. The declaration of a national policy on environmental matters in relation to harmony between man and his environment.
2. Establishment of the Council of Environmental Quality to serve and advise the President on environmental matters.
3. Section 102 (2) (C), which requires a detailed statement on "proposals for legislation and other federal actions significantly affecting the quality of the environment". Items which must be addressed are:
 - (a) The environmental impact of the proposed action.
 - (b) Any detrimental environmental effects which can not be avoided must be addressed should the proposal be implemented.
 - (c) Alternatives to the proposed action which are reasonable and viable including no action or project.
 - (d) An analysis of the relationship between local short term use of man's environment and the maintenance and enhancement of long-term productivity. (A voice for future generations)
 - (e) Any irreversible and irretrievable commitments of resources that would be involved in the proposed action if the proposal is implemented.
4. Section 102 (2) (D) (E) (F) which requires appropriate agencies of government to study, develop, and describe appropriate alternatives to recommended courses of action in any proposal which involves unresolved conflicts

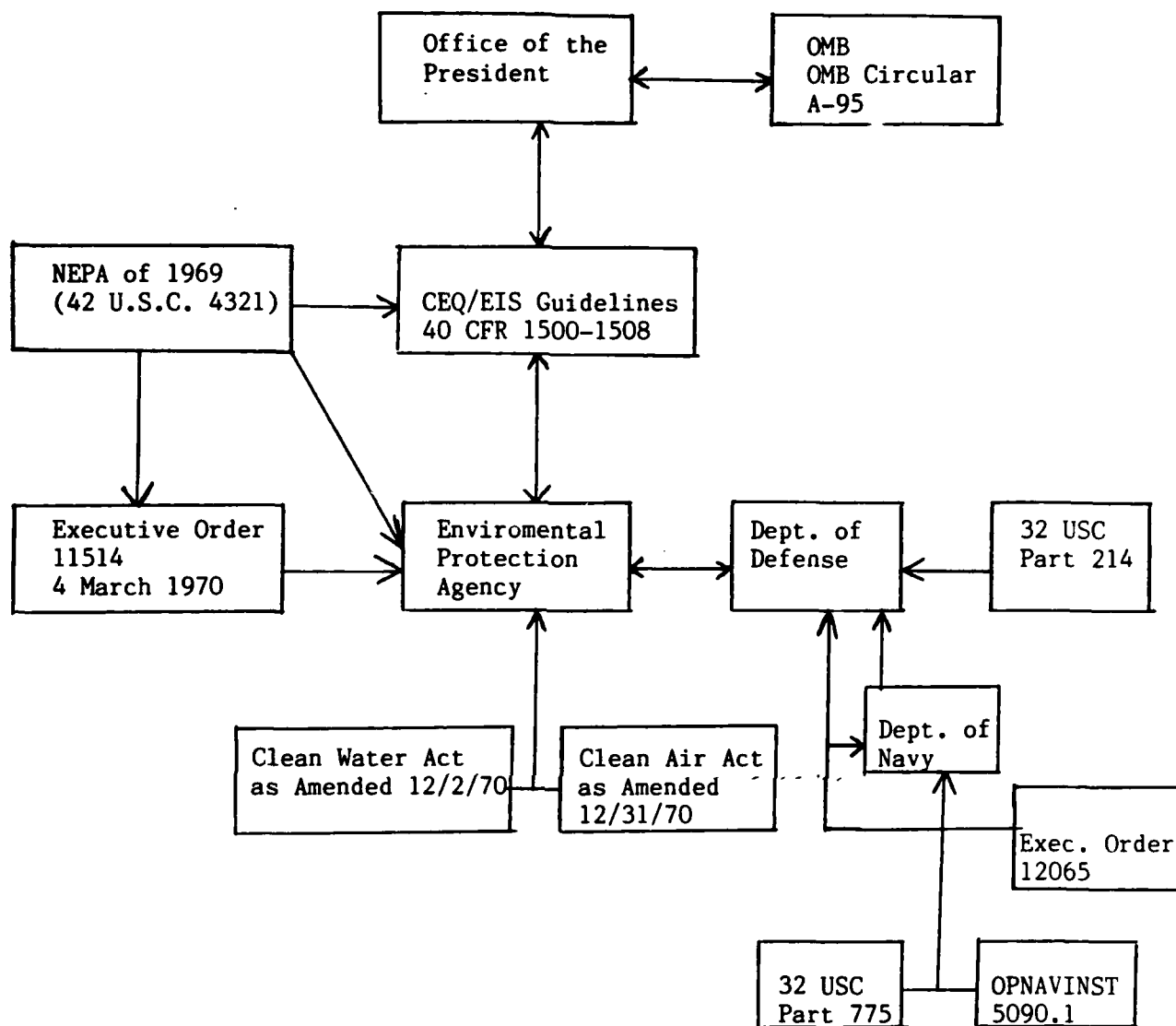


FIGURE 1.
Schematic Relationship of Applicable
Laws and Regulations Pertaining to
EIS Formulation

concerning alternative uses of available resources. This means that in our example the Navy would have to submit their EIS to all federal, state, regional, local, and public agencies or individuals which would have an interest or jurisdiction in the matter for their review. The international and long range environmental problems must also be addressed. International assessments involve compliance with the environmental regulations of other countries when bases are built overseas if stricter regulations apply or complying with federal regulations if this is not the case. The Navy has established guidelines and procedures delineating their EIS procedures for complying with NEPA and this will be discussed in more detail later.

Executive Order 11514

This executive order defines the responsibilities of federal agencies with regard to NEPA and defines the responsibilities of the Council on Environmental Quality⁴. It charges federal agencies with being leaders in the attempt to safeguard the environment and to set down internal procedures for full compliance with the intent of NEPA. The CEQ is given the job of coordinator between agencies and advisor to the President on environmental matters⁵. The CEQ from time to time publishes advisory guidelines on EIS matters in the Federal Register reflecting new or amended laws or regulations.

Executive Order 12065

This Executive Order gives the security classification regulations and procedures which have an impact on environmental issues. The Classification and Declassification Committee under the EPA Administrator reviews and recommends to the Administrator actions where conflicts arise out of requests for classification or declassification of information pertinent to EIS statements³. The policy is that as much information should be given in an EIS to make others aware of the environmental impact and, where possible, classified subjects will be reviewed and broken up into areas of classified and declassified information so that as much information as possible is available for public decision-making or review.

32 U.S.C. 214, 775

Title 32, U.S.C., Parts 214 and 775 discusses the environmental effects

in the U.S. of DOD actions and provides procedures for implementation of NEPA. These codes give the general framework under which the DOD complies with environmental matters and delineates responsibilities and actions by appropriate agencies and offices. Part 214 is for the DOD and 775 is for the Navy.

OPNAVINST 5090.1

This is the Navy's instruction for compliance with all environmental laws and regulations. Chapter 4 deals specifically with EIS formulation.

OMB Circular A-95

OMB Circular A-95 is an instruction that gives federal agencies guidelines for the proper evaluation, review, and coordination of EIS statements among public and private interested groups or agencies. The circular has listings and procedures for proper notification and coordination between these groups so that the initiating EIS agency will be able to fulfill its requirements of proper notification.

V Outline of Organizations Involved

The organizations and offices involved in making environmental assessments for the proposed Everett base are numerous. Some of the players are only involved when it is a matter under their responsibility but all have enough involvement in the process to maintain permanent staffs. Figure 2 gives a schematic of the organizational structure for a Pacific Fleet project:

The first tier of organizations is at the national level and includes members of the DOD, CEQ, EPA and at times the Executive Office of the President. A brief summary of each office and their responsibilities follow⁶:

1. Assist. Sec. of Defense (Manpower, Reserve Affairs, and Logistics) - Responsible officer for all DOD environmental matters. Resolves disputes between DOD agencies and directs the preparation of environmental statements, regulations, and policies. The direct liaison between DOD and the CEQ, EPA, OMB, other federal agencies, and state and local groups.
2. CEQ - Other than their basic duties as mentioned earlier, the CEQ is the agency which would resolve disputes between the DOD and other federal departments if the lead agency is not clear or disputed.

OBJECTIVES

FUNCTIONS

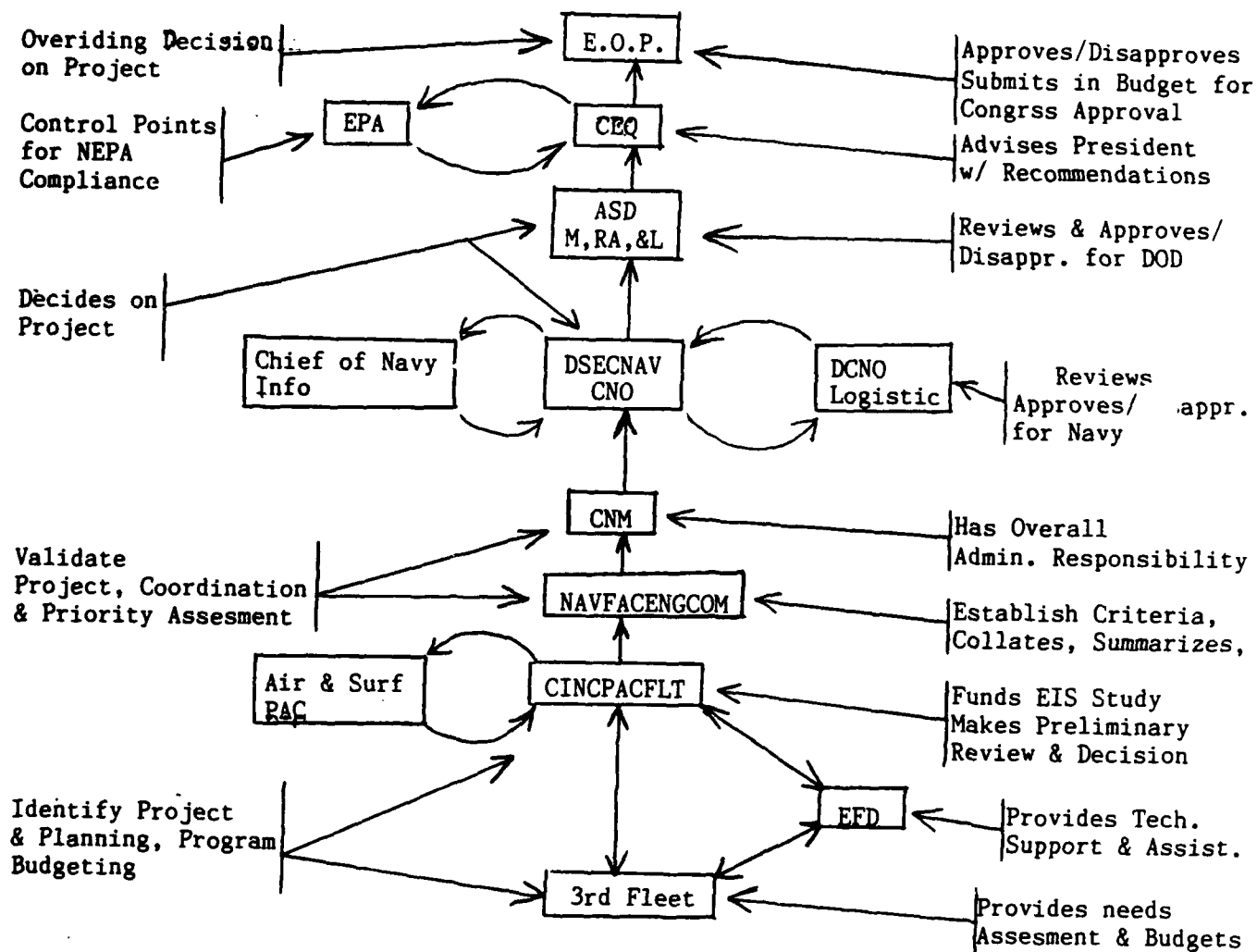


Figure 2.
Organizational
Structure for
3rd Fleet EIS
Process

3. EPA - The "line" agency in environmental matters which has the job of regulation and enforcement. The EPA has an office for DOD environmental matters.
4. Executive Office of the President - The Staff offices which provide guidance and direction on political emphasis and scientific information (OST).

The second tier of organization is within the Navy itself and includes the Deputy Under Secretary of the Navy, the Navy Chief of Information, the Chief of Naval Operations (CNO) and the Deputy CNO (Logistics)

5. Deputy Under Secretary of the Navy - Formulates Navy policy in regard to NEPA compliance and is the main coordinator with outside agencies.
6. Navy Chief of Information - The Public Affairs coordinator and spokesman on matters relating to the environment and having public interest.
7. CNO - The Naval Officer responsible for complying with NEPA and all environmental regulations and orders pertaining to Naval operations.
8. Deputy CNO (Logistics) - The Naval Officer that formulates Navy policy on Environmental matters and coordinates between naval commands.

The third tier of organizations are the major commands or claimants which in this case would be the Chief of Naval Material, Commander in Chief, Pacific Fleet, Commander, Third Fleet, Pacific Air and Surface Commanders, and the staff Naval Facilities Engineering Command, (NAVFACENGCOM). The line commands are responsible for the actual compliance with NEPA, the formulation of the EIS, and the budgeting and funding of the cost of this work. The staff NAVFACENGCOM is the command that provides the expertise, manpower, and advise for the formulation of the EIS through Engineering Field Divisions (EFD's)

VI EIS Process and List of Catagorical Exclusions

Now that we know the ground rules and the basic players we can proceed with a review of the EIS process. The most important point in the process is that the completion of environmental documentation is not an end to itself, but is intended to be integrated into the decision-making process for Navy actions.

The EIS process is a series of evaluations and actions which are processed through many different organizations for review and input. A summary

schematic is given in Figure 3⁵. The case in this paper is for a new major Naval installation at Everett, Washington. The first step would be to look at what are the categorical exclusions. There are 15 exclusions but the most significant ones are:⁵

1. Emergency actions such as riot control or Search and Rescue Missions.
2. Reductions in Force
3. Ongoing storage of Naval ammunition and weapons and their movement assuming compliance with safety standards.
4. Actions necessary in times of National Emergency with the direct involvement and waiver by the President.

Since the project does not fall into an exclusion the first step is for the activity command to formulate an Environmental Assessment. This assesment is a preliminary review of all relative environmental matters to see what the scope of the EIS would be. The Engineering Field Division in the applicable area would be contacted for technical support⁷. Appendix A gives a full listing of environmental topics to be assessed. A private engineering firm in the local area may be contracted to do this work. The preliminary Environmental Assessment is forwarded to the DCNO (Logistics) for review and determination as to whether a full EIS is necessary or the drafting up of a Finding of No Significant Impact (FONSI). Other federal, state, and local agencies may be involved or informed of an Environmental Assessment and the Public may also be involved at this stage but it is not a mandatory requirement.

Assuming that the full EIS is necessary, the next step is to formulate a Draft Environmental Impact Statement (DEIS). The DEIS is a fully comprehensive analysis of relevent environmental topics which are impacted by the project. The following is a summary of the steps and topics of a DEIS.

1. Public notification and solicitation of comments and suggestions from various interest organizations.
2. Analysis from response of 1., what will be the areas of concern and further investigation. Cleaning the slate of those areas not significantly effected.
3. Review other agency actions or EIS statements which overlap project EIS and investigate laws or regulations applicable at the federal, state, and local level. Figure 4 gives the schematic of state and local laws and regulations.

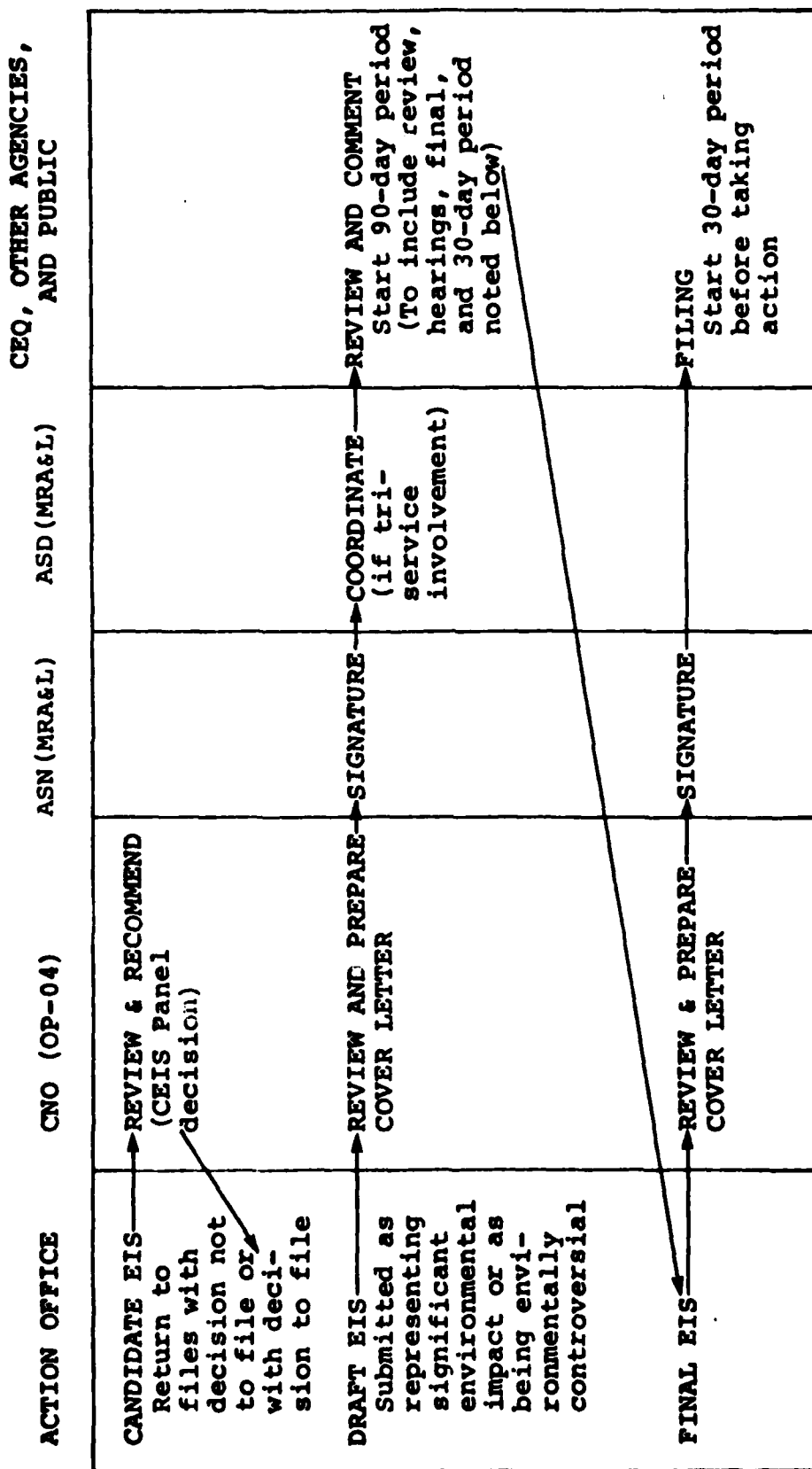
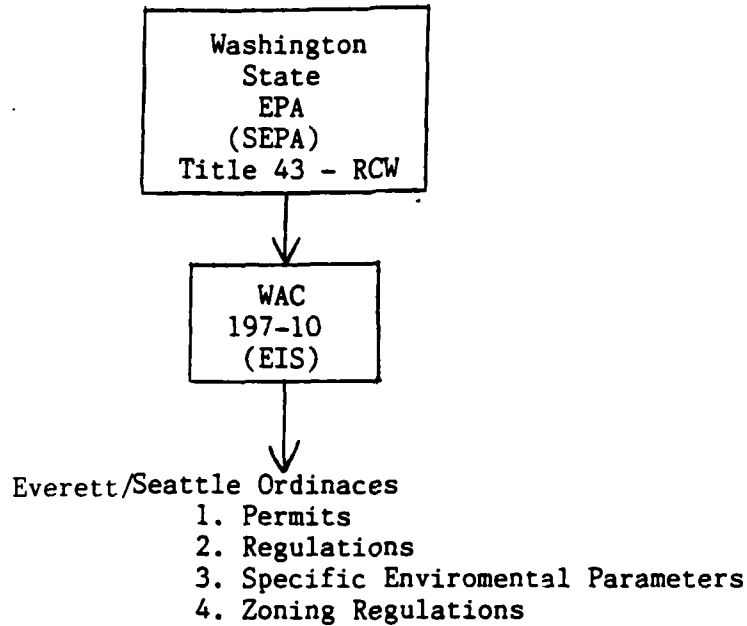


Figure 3. Processing Environmental Impact Statements.

Figure 3.

Washington State Laws
&
Regulations



- I. EIS statements for the Puget Sound Project would have to met all SEPA guidelines and RCW/WAC requirements if more stringent than NEPA. The local ordinances that are applicable and can be met are also required. Non-applicable local ordinances exempt would be those that would interfere with the functioning of a military enclave such as weapons handling .
- II. In accordance with OMB Circular A-95, the Draft and Final EIS would be Circulated through the various state and local Governments and Agencies with the local coordinating activity being the Puget Sound Council of Governments.

Figure 4
Schematic of State & Local
Functions

4. Review timing of EIS process so that it is compatible with project decision-making schedule and at the same time allows enough time for proper review by outside entities.

5. A proper coverage of the formatted topics to be discussed in an EIS. The basic discussion areas are:

- A. The proposed Project
- B. The environmental impact in terms of benefits, detriments. primary and secondary, long and short term.
- C. Alternatives and the environmental impact on the alternatives.
- D. Energy requirements of the project.
- E. Any irreversible and irretrievable commitments of resources involved.
- F. Relationship between local short-term use of environment and maintenance and enhancement of long-term productivity.
- G. Means of Adverse Impact mitigation.
- H. Any probable adverse environmental effects which can not be avoided should project be implemented.

6. The DEIS is then submitted to DCNO (Logistics) for review with the activity's recommendations relative to further disposition. The decision to be made is whether the EIS is complete and addresses all pertinent environmental impacts and whether or not to file the DEIS for formal review and processing. If the decision is to file, the DCNO submits it to the Deputy Secretary of Defense for filing. The actual filing may be handled within the Navy but copies for review would go to all internal Defense agencies concerned.

The filing is done through the Federal Register and in accordance with OMB Circular A-95. Once the DEIS is filed in the Federal Register, a 45-60 day review period is given for outside review, public hearings, and written comments on the DEIS. This period may be extended as necessary by the Navy or by Court injunction. The purpose of this review period is to allow comment and analysis by outside agencies, organizations, and the public. Written comments relevant to the DEIS are accepted and responded to in the Final EIS as well as the results of public hearings. It is during this period that the most productive analysis of the project is evaluated and many DEIS proposals have been amended to correct mistakes or include overlooked environmental impacts. The interpretations of the courts come into the picture at this point

when differences of opinion or fact can not be resolved within the administrative process.

7. Once the Final EIS is filed there is another minimum of 30 days for review within the system and then a decision on the project is made by the command activity. The DCNO will then make a Public Record of Decision (PRD) for forwarding up the line and ultimately to Congress for approval by appropriation. This PRD is also filed in the Federal Register. If there are no court injunctions or Congressional or Presidential disapproval at this point the project proceeds with any changes necessary as a result of the environmental impact review.

VII. EIS Considerations for the Everett site

Given a grasp of how the EIS system works one can now apply some of the factors to the Everett situation. In fact, at this time the Navy is processing its Environment Assessment and a DEIS is starting to be formulated. Parametrix, Inc. is the civilian A/E firm contracted to do most of the studies with Western Division, Naval Facilities Engineering Command being the coordinating governmental activity. An analysis of their actions can not be made at this point since they have only begun but an analysis and interpretation of some of the public data can be done in order to look at what will be the problem areas. Since physical and geographic environmental areas such as water, air, and landscape effects can not be assessed until the engineering design is formulated this report will concentrate on the socio-economic impacts which can be more readily evaluated.

In order to properly evaluate the socio-economic impacts, base line data in the areas of general demographic and economic conditions, housing, and selected public services must be evaluated. Demographic and economic conditions are reflected in data based on population, employment, and income¹. The Defense Department's Office of Economic Adjustment (OEA) produced a report entitled "Strategic Homeporting in Puget Sound" which effectively compiled the required data to analyze the community impacts of the various candidate sites which need to be addressed in the EIS. Appendix B (Tables 1-16)¹ provides this data in a tabulated format for better comparison and will only be summarized in this report.

The OEA concluded that based on the baseline figures and estimated project

scope, there would be significant impacts in the areas of housing, employment, education, utilities, and transportation issues for the Everett area. Other areas such as municipal services and tax base would be effected but the Everett area seemed to be in the best position to absorb the impact. All of the significant issues are itemized and summarized below:

* Housing - Homeporting at Everett would result in a moderate housing impact.

Housing data as shown in Table 8 and 9 of Appendix B indicates a modest amount of rental housing available in the city of Everett itself. Rental housing for lower-middle to middle income families is most required for Navy families. Substantial vacancies do exist in the unincorporated areas of Snohomish and North King Counties but this 1980 data has been adjusted down somewhat by recent improvements in the economy of the area. The Puget Sound Council of Governments is currently in the process of updating some of this data but it was not available for this report.

Federal programs which may help alleviate the housing impact revolves primarily around the Department of Housing and Urban Development's Community Block Development Grant (CBDG) programs. Funding from the CBDG - Entitlement Programs was used extensively for communities effected by the Trident program at Bangor. FHA and VA loan programs are also available and the local district administrations can lobby or apply for increases in loan shares for the area.

* Transportation - The transportation requirement will be extensive and will probably be most contended during public hearings. The basic requirements will probably be a direct access road and exit from Interstate 5. This may require the widening of existing roads, the building of new exits off I-5, the improvement of signals and barriers, and the installation of medians. Relief from the federal government may be obtained through the Department of Transportation under the Defense Access road program which is administered by the FHWA.

* Education - Table 10a and 10b of Appendix B shows that Snohomish County has a surplus of capacity in Everett through the 8th grade up to 1987 and a slight deficit for grades 9-12. When considering schools it must be remembered that people working at the base will come from a variety of areas and school districts that have large residential areas. An analysis of the general area though reveals that the area will have a modest overall surplus but that secondary schools would have a slight deficit. The public is keenly aware of the

general fact that non-property-owning military are not subject to some excise taxes in Washington State and that the Naval base would not be subject to taxation as a business. A confrontation of sorts is occurring now between the federal and local governments over federal cutbacks for impact assistance. Public Law 81-815 and PL 81-874 used to provide significant funding for construction and operations/maintenance expenses for military impacted school districts. Statistics recently have shown that since more military personnel are living off-base and owning homes that the funding levels should be reduced since more personnel are paying property or other school-related taxes. For this project the confrontation will have great emphasis since public awareness in Washington State is usually greater than other locations.

- * Employment - The employment pattern for Snohomish and immediate areas has been cyclical reflecting the nature of the state's major industries such as aircraft manufacturing and timber industries. Everett should be able to handle the influx and growth in employment effects because of its relative good position in regard to labor availability, high per capita incomes, and fairly well established municipal service support structure. It is second only to Seattle and a lot of workers will probably come out of or commute from Seattle similar to the Boeing situation. Federal assistance may be applied for under the Title IX Special Economic Development and Adjustment Assistance Program which provides money and expertise for local governmental services impacted by sudden major changes in the area's economy.
- * Utilities - The area of utility impact can not be adequately addressed in detail until engineering plans are made but some generalizations can be made based on the current utility situation which has been of great controversy in the Puget Sound area. Recent studies have indicated that power costs beyond present utility capacities will be quite expensive until capital costs for recent new generating plants are paid off⁸. Snohomish County Public Utilities will be one of the higher cost areas for new power. Federal assistance through the Economic Development Administration does provide grants or loans for public works and development facilities. These programs however are on the decline due to budget constraints. The Bonneville Power Authority and the Department of Defense may be able to work out a special agreement for power sale which might alleviate some of the potential problems.

Based on the Navy's environmental protection policy based on NEPA, we can review and evaluate how well the system works and what areas are still a problem or concern. Listed below are the significant points:

1. The EIS process brings into focus different values and points of view by an open response to the DEIS and a formal response to applicable concerns. This gives the facilities planner or manager a better chance to make the best decision.

2. The requirement for short and long range evaluation of resource utilization avoids costly mistakes in planning for a project and overall planning with the community involved.

3. The system of alternate evaluation tends to force managers and planners into more logical decision-making.

4. The EIS process creates or spurns development of scientific and engineering advancements in pollution detection and abatement.

5. The Capital Improvement Program for the Navy is significantly effected by NEPA in that the funding of the EIS process and any land use or construction /design changes resulting from the process have to be added into the budget. Up-front costs are significantly greater as well as design and construction costs which mitigate environmental problems. The fact that a major portion of the design/construction funds can not be obligated until the EIS process is completed tends to inflate prices by pushing procurement actions out to future FY budgets.

6. The agency initiating the project may tend to de-emphasize possible environmental topics which have very specialized technological content not normally of concern or the knowledge of outside agencies or the public. An emphasis on a detailed review of the entire aspects of the project is warranted in the EIS. An example would be the effects of military electronic and sonar gear testing and use at the project site.

7. The mandatory exclusions applicable to the DOD and Navy have some very significant environmental hazards such as weapons handling and storage. Increased technical and engineering evaluation of the security and handling of weapons is required to continue to avoid the possible environmental hazards. The Navy Civil Engineering Laboratory has responsibility for design and testing

of security structures and mechanisms and proper funding and manning of this area of the NCEL's responsibility is a continual priority.

8. Interagency disagreement and even in-fighting often is evident when the prime mission of one agency is threatened by the project of another agency. An example would be the Department of the Interior's mission of land conservation in contention with the Air Force's "shell-game" MX basing project in several Western states. The two Departments may have been able to avoid considerable funding or planning/investigative effort if the CEQ would have had the power to set proper direction at the preliminary stages and within the federal government.

9. Pertinent Legal Cases are given in Appendix C. Most cases reviewed showed that the plaintiffs were basing their contention on the lack of evaluation treatment of subjects in the EIS⁹. It is felt that this should be a two-edged sword with the plaintiff being required to consider his case in the light of such EIS requirements as an analysis between short-term use of man's environment versus the maintenance and enhancement of long-term productivity. Another factor would be the weighting of environmental issues amongst the alternatives. In this way the plaintiff is also held to some degree of responsibility and also the system is improved by getting different and possible better solutions or options to the environmental aspects of the project at hand.

IX Summary of EIS Considerations for the Everett Site

The proposed Puget Sound Naval Task Force at Everett will involve significant impacts to the community as previously discussed. * The EIS process in conjunction with cooperation between federal, state, and local agencies can adequately mitigate most of these problems. Based on the OEA's previous experience on other projects, they predicted the need to generate major local interest for federal and state community services support. The total value of support however would not be likely to be as much as the Trident Community Impact Assistance program which was \$259,110,178 over the period 1974 to 1980 as shown on Table 15 of Appendix B. Table 16 of Appendix B gives a summary of the levels of impact for the various site alternatives. The EIS process must address this relative evaluation in its comparison of environmental

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impact. Given the data at hand, the Everett site seems to be one of the most logical choices.

X Conclusions and Recommendations

The EIS process is a valuable tool and system by which all interested parties to a planned development may be involved in making the most logical decisions for the enhancement of all phases of the environment. The developer, which in this case is the Navy, is also held responsible for seriously and responsibly making development decisions based on the best use of the environment under consideration.

Recommendations for this project are:

1. Concentrate on and provide a thorough analysis of the social and economic aspects of the project.
2. Closely coordinate with the local private and environmental agencies in respect to the Draft and the Final EIS and emphasize a thorough adherence to OMB Circular A-95.
3. Use the public hearings process extensively since there are numerous local neighborhoods in the area with an interest in the matter and civic action in the Puget Sound area is normally quite intense on major developments.
4. Provide an indepth analysis of the various positive and negative impacts for each of the alternative proposals since judicial determinations weigh heavily on not the Navy's particular decision but on the Navy's performance with meeting the basic intent of NEPA. This intent is to use the EIS as a management tool for making environmentally prudent decisions.

The actual development of the Puget Sound Naval Task Force at Everett, Washington will depend heavily on the objective, extensive, and logical use of the EIS process along with a willingness of everyone concerned to avoid using the process with temerity.

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OPNAVINST 6240.3E

5 Jul 1977

*Note: This OPNAVINST was
Replaced by OPNAVINST 5090.*

APPENDIX ■ A

Environmental Impact
Assessment Guide

B-1. INTRODUCTION

To properly assess the environmental impact of an action, a variety of factors must be reviewed. In cases where adequate information is lacking to enable a definite environmental evaluation, it may be necessary to make provisions to obtain actual environmental effect data, especially since the current CEQ guidelines require that a statement:

"...should also succinctly describe the environment of the area affected as it exists prior to the proposed action."

It goes without saying that the better the assessment, the closer the Navy will be to achieving the goal as outlined in the CEQ guidelines for environmental impact statements.

The following paragraphs list factors which could be considered in determining whether an action has an environmental impact, or could become environmentally controversial. The listings should aid in evaluating the nature and degree of the impact, as well as in identifying other agencies which have an interest in the action. Since the listings should not be considered to be complete, those persons assessing actions and preparing or reviewing environmental statements will have to use a great deal of imagination in order to objectively consider the wide range of beneficial and detrimental environmental aspects.

B-2. ACTION SUMMARY STATEMENT

Brief statement describing what the action is and why it has to be accomplished.

B-3. ACTION SCHEDULE

Time schedule for the action and for those events preceding the action, which may have an environmental impact.

- a. Date of initiating request for approval
- b. Anticipated date of action approval
- c. Action design or planning phase
- d. Begin construction phase (or similar preparatory actions)
- e. End construction phase (e.g., complete engine test cell)

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f. Anticipated date of activity initiation (e.g., begin engine testing)

g. Anticipated date of activity completion

B-4. EXISTING ACTION SITE CHARACTERISTICS

Various factors of background information about the local area where the action is to take place.

a. Demographic Factors

(1) Station Population (identifying numbers that live on board)

- (a) Military
- (b) Dependents
- (c) Civilian employees

(2) Area Population

- (a) Total population
- (b) Growth trends
- (c) Seasonal variations
- (d) Comparable density estimates
- (e) Estimate of affected population

b. Governmental Organizations

(1) Local

(2) County

(3) Council of Governments

(4) Regional Planning Commissions

(5) State Government, i.e.,

- (a) Utilities Commissions
- (b) Natural Resources Board
- (c) State Land Commission
- (d) Department of Pollution Control
- (e) State Transportation Department
- (f) State Agricultural Department
- (g) Water Resources Control Board
- (h) State Planning Officer
- (i) Consumer Services
- (j) Water Management Districts
- (k) Air Quality Control Commission

- (9) Utilization of Area Parks, Woodlands and Recreation Facilities

d. Physical Characteristics

- (1) Geography

- (a) General project setting
 - (b) Geographic extent of project effect:
 - Boundaries of military property
 - Critical locations that lie outside military property but within effects zone

- (2) Topography

- (a) General characteristics, slope, covering, etc.
 - (b) Details on critical features that have project implications

- (3) Geology

- (a) Soil characteristics:
 - Texture, in place density and depth
 - Particle, size distribution and stratification
 - Porosity, permeability and capillarity
 - Plasticity and cohesion
 - Chemical and radioactive material constituents
 - Erosion characteristics
 - (b) Geologic formations:
 - Bedding sequence and characteristics
 - Mineral resources
 - Permeability and ground water resources
 - Pertinent water quality aspects

- (c) Seismology

- (d) Silt/silting

- (4) Meteorology and Climatology

- (a) Precipitation:

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- (e) Stream channel characteristics; bottom materials, sedimentation

(6) Oceanography

(a) Estuaries:

- Volume of tidal flows; velocity profiles; type of tide
- Salinity and temperature - variations
- Tidal heights - minimum, maximum, and mean
- Contributing sources
- Mixing characteristics
- Tidal prism in cubic feet at high, low and mean

(b) Harbor areas:

- Tidal heights, minimum, maximum, mean, seasonal variations
- Wave heights - return frequency
- Oscillatory velocity currents
- Turbulence; mixing characteristics
- Storm damage return frequency analysis

(c) Beach stability and characteristics

(d) Water quality characteristics

(e) Bottom characteristics

(7) Radioactivity (Refer to Nuclear Power Directorate (NAVSEA 08) for information and clearance,)

- (a) Background levels and source discharge potential

e. Land and Water Use

(1) Project Site Land-Use

- (a) Present land use and land quality
- (b) Zoning ordinance and official land-use designation
- (c) Comprehensive long-range plan

(2) Area Water and Land-Use (Military and Civilian)

(a) Commercial and industrial:

- Navigation-water and airways
- Shell fish

- (2) Population Dynamics Endemic Species,
Number, Variation, etc.
- (3) Quality of Wildlife
- (4) Endangered Species
- (5) Food Chain and Life Cycle; Seasonal
Variations
- (6) Critical Inputs and Toxicity Levels, If Any.

B-5. ACTION FACTORS TO BE CONSIDERED, PROBABLE IMPACT

Factors which should be considered in assessing potential
impact of various actions on environmental quality.

a. Transportation of Hazardous Materials

- (1) Type of Danger Involved
 - (a) Explosive
 - (b) Flammable
 - (c) Radioactive
 - (d) Toxicity:
 - Liquid
 - Gaseous
 - (e) Communicable diseases
- (2) Safeguards and Precautions
 - (a) Safety precautions
 - (b) Route selection, convoy
 - (c) Monitoring
 - (d) Backup systems
- (3) Likelihood of an Incident
 - (a) Previous history
 - (b) Sequence or combination of events that
will lead to an incident
 - (c) Potential damage and mortality
associated with an incident:
 - Military personnel
 - Military employees
 - Civilian population
 - Plant and animal life
 - Real property damage
- (4) Emergency Procedures

- (5) Alternatives
- (6) Compliance with Local, State and Federal Regulations
- (7) Controversy

b. Resources Depletion

- (1) Relative Magnitude - Amounts to be Used
- (2) Resource Being Depleted
 - (a) Groundwater; limited surface flows
 - (b) Mineral utilization
 - (c) Sand and gravel deposits
 - (d) Oil and petroleum products; natural gas, geothermal sources, and coal
 - (e) Archeological and historic sites
 - (f) Fish and game habitat
 - (g) Water fowl habitat
 - (h) Wet lands
 - (i) Beach lands
- (3) Cost-Benefit Analysis
- (4) Long-Term vs Short-Term Implications
- (5) Alternatives
- (6) Applicable State and Federal Regulations
- (7) Possibility of Recycling or Restoration
- (8) Controversy

c. Emissions, Effluents, Solid Wastes, Noise

- (1) Airborne Emissions
 - (a) Sources at project site:
 - Automobiles, trucks, and buses
 - Open burning
 - Incinerators
 - Power generation; conventional and nuclear
 - Heating
 - Road-mix plants
 - Solvent use
 - Cooling towers

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Aircraft engine testing
Aircraft operations
Weapons training operations
Fire fighting school
Construction
Shipboard lagging of insulation
Propellant combustion

- (b) Parameters measured - minimum, maximum, mean, and variability:

SO_x, NO_x, CO, CO₂, O₂, and O₃
Hydrocarbons and photochemicals
Visible emissions; color, odor, etc.
Particulate matter

- (c) Point of discharge and diffusion characteristics - volume per time unit, plume heights, etc.

(2) Waterborne Effluents

- (a) Sources at project site:

Domestic wastewater
Cooling water and cooling tower blowdown
Industrial wastewater; oils; processing fluids
Irrigation return - flow
Recreation return - flow
Runoff
Seepage from waste disposal operations
Accidental spills
Silt/silting

- (b) Treatment provided prior to discharge:

Chemical - precipitation, chlorination
Sedimentation, gravity separation
Filtration
Aeration
Aerobic bacterial treatment
Anaerobic bacterial treatment
Long-term holding
Heat treatment
Sonic treatment
Radioactive treatment

- (c) Physical and chemical characteristics -
minimum, maximum, mean, variability:
Volume-hourly, daily, seasonal,
annual
Color, odor, taste, turbidity
Temperature and pH
Oxygen demand-chemical and
biological
Total suspended solids
Total dissolved solids,
conductivity
Volatile solids
CO₂, O₂, H₂S
Pathological organisms
Phosphates, nitrates, trace ,
nutrients
Toxic materials
Pesticides
Floating solids, oils, grease
Detergents
Radioactivity
Heavy metals
- (d) Point of effluent discharge:
Characteristics of receiving water
Distribution and diffusion; mixing
vertical and longitudinal
Reactivity potential; chemical and
biological
Possibility of serious damage due
to accidental release
Other discharges-nature and
quantities

(3) Solid Wastes

- (a) Sources at project site:
Domestic sources
Commercial and industrial
Weapons packaging materials;
disposal of
Hospital
Mineral wastes
Agricultural wastes
Incinerator wastes
- (b) Characteristics of wastes - minimum,
maximum, mean, and variability:
Pathogenic
Organic content-combustibles,
NH₃ volatile fractions

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Moisture content
Oils and greases
Density
Volume - daily, weekly, seasonal,
annual
Recycle and salvage potential
Radioactive materials and
contaminated equipment
Explosive materials

- (c) Point of discharge:
Physical state; collection
procedure and state
Method of transportation
Intended site for disposal
Characteristics of disposal site
Possibility of serious damage or
health hazard being created by
accidental release

(4) Noise Emissions

- (a) Sources at project site:
Construction equipment
Drilling and blasting
Motor vehicles
Aircraft operation and testing
Watercraft operations
Weapons testing
Industrial processing
- (b) Noise levels - maximum, mean,
variability:
At the project site
Closest non-military personnel
Duration of project
Duration of noise at each level
indicated
CNR designation

(5) Alternatives to Uncontrolled Emissions, etc.

(6) Compliance with Local, State and Federal
Standards and Regulations

d. Pesticides

(1) Purchase and Procurement

- (a) Selection
- (b) Effect on non-target organisms
- (2) Storage and Transport
 - (a) Effect on humans
 - (b) Precautions and security
- (3) Operations Effects
 - (a) Application methods
 - (b) Fumigation
 - (c) Wood preservation and treatment
 - (d) Aerial dispersal
 - (e) Soil treatment
 - (f) Disposal

e. Radiation

- (1) Sources
 - (a) Power generation:
 - Reactor operation
 - Fuel cell reprocessing
 - Radioactive waste handling
 - (b) Weapons testing
 - (c) Occupational exposure in laboratories and training facilities
- (2) Source Characteristics
 - (a) State:
 - Solid, liquid, gaseous
 - Radioactive particle
 - Energy emission
 - (b) Half-life
 - (c) Activity level
 - (d) By-products - secondary effects
- (3) Safeguard and Control Procedures
- (4) Likelihood of an Incident
 - (a) Previous history
 - (b) Sequence or combination of events that will lead to an incident
 - (c) Possible property damage
 - (d) Possible exposure of military personnel and employees

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- (e) Possible exposure of civilian population

f. Water and Land Use Implications

(1) Uses with Potential Adverse Implications

- (a) Storage of hazardous materials
- (b) Disposal of hazardous materials
- (c) Operations near residential areas, safety zones
- (d) Operations that restrict or preclude recreational use of public lands, beaches and waterways
- (e) Construction of new facilities:
 - Added traffic congestion in the area
 - Significant population density changes
 - Reduction of park and recreation facilities
 - Radical changes in architectural norm
- (f) Industrial processing normally associated with noise, air pollution and water pollution
- (g) Creation of blighted and slum areas by abandonment of facilities and installations

(2) Compliance with Local Code

- (a) Housing and building
- (b) Subdivision
- (c) Zoning

(3) Agreement with Long-Term Regional Master Plans

(4) Alternatives

(5) Long-Term Versus Short-Term Implications

B-6. UNAVOIDABLE ENVIRONMENTAL IMPACT

Various categories of environmental impact which may occur as a result of specific actions or sequence of actions.

a. Noise Pollution

(1) Health and Welfare Significance

- (a) Exposure of station/ship personnel to potentially hazardous noise levels
- (b) Exposure of civilian communities to annoying noise levels resulting from:
 - Aircraft operations
 - Aircraft maintenance
 - Industrial noise
 - Vehicular noise resulting from changes in traffic density
- (c) Anxiety of civilian community over aircraft safety manifested by noise complaints

(2) Economic Significance

- (a) Changes in land values resulting from (1) (b)
- (b) Direct and indirect costs associated with the following:
 - Litigation
 - Public relations
 - Noise surveys (one-time and continuing)
 - Noise control and abatement "fixes"
 - Relocations of equipment, personnel and/or facilities to take advantage of natural sound barriers
 - Changes in job performance due to changes in noise levels

b. Water Pollution

(1) Health Significance

- (a) Transmission of pathogenic disease:
 - Potable water supply

Shellfish
Bathing and recreation waters
Vegetables and irrigated crops

- (b) Toxic materials in potable supply:
 - Pesticides and herbicides
 - Heavy metals; arsenic, cyanides, sulfides
 - Nitrates
 - Fluorides

- (c) Taste and odor in potable supply

(2) Effects on Aquatic Life

- (a) Direct effects:
 - Growth stimulated by addition of nutrients such as phosphates, nitrates, CO₂ and trace elements
 - Elimination or growth impeded by limiting factors such as minimum oxygen tension, maximum temperature, color, pH range, NH₃, NO₂, and turbidity
 - Toxicity of materials such as heavy metals (copper, zinc, silver, lead, mercury), detergents, chlorinated hydrocarbons, and oils and volatile petroleum based materials
 - Interference with aquatic life by suspended solids, turbidity and color
 - Disruption of the life cycle of aquatic life
 - Silt/silting
- (b) Indirect effects:
 - Food chain interruption
 - Inhibition or stress during some phase of the life cycle
 - Habitat destruction
 - Change in competitor relationship
 - Change in predator relationship

(3) Aesthetics

- (a) Loss of sense of well-being

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- (b) Loss of confidence in society to cope with problems
- (c) Lending credit to a feeling of ugliness that prevails in large urban areas

(4) Economic

- (a) Loss to commercial fisheries
- (b) Cost of water treatment before use
- (c) Cost of developing alternate water supplies
- (d) Lower agricultural productivity due to build-up of dissolved solids in irrigation water; shift to salt tolerant crops
- (e) Loss of reservoir capacity due to sediment deposition
- (f) Loss of use of a natural resource

(5) Recreation

- (a) Pleasure of boating and water skiing is diminished due to floating solids, gas bubbles, odors and algae blooms
- (b) Closing of public beaches and swimming areas because of potential disease transmission
- (c) Loss to sport fishers due to fish kills and reduction in the population of quality fish by pollution, with more resistant trash fish replacing them
- (d) Smaller wildlife and water fowl populations

c. Air Pollution

(1) Health Significance

- (a) Increased death and illness rates:
 SO_x , NO_x , and particulates with relative levels of each important overall health effect
 Linked with high mortality rates due to cancer and arteriosclerotic heart disease

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(b) Increased incidence of chronic disease:
Emphysema
Bronchitis
Other respiratory ailments compounded by lung tissue damage
Allergies
Hay fever

(c) Eye irritation, nose irritation

(d) Reduced visual and mental acuity

(e) Toxic materials:
Carbon monoxide-O₂ replacement in blood
Beryllium - lung lesions
Asbestos - lung scarring and lung cancer

(f) Increased susceptibility to disease

(g) Loss of sense of well-being

(h) Nuisance problems created-odor, visibility loss

(2) Economic Significance

(a) Corrosion and material deterioration:
Paint darkening and peeling
Metal corrosion
Rubber cracking
Erosion of building faces and statuary
Color deterioration

(b) Soiling of food, clothes, automobiles and structures:
Cleaning costs
Dyeing costs
Loss of prepared and canned foods
Time, utilization and replacement costs

(c) Vegetation and animal life:
Tree and orchard blight
Crop losses (particularly for leafy vegetables)

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Chronic plant injury and chronic
animal diseases
Loss of incoming radiation needed
for plant growth

(d) Increased accident costs

(3) Aesthetic Loss

- (a) Visibility loss
- (b) Generation of smog and haze
- (c) Scenic beauty and skyline obscured

(4) Climatic Changes

d. Release of Toxic Materials

(1) Health Significance

- (a) Exposure of humans to toxic levels due to accidental release
- (b) Chronic effects due to concentration of materials in the human body
- (c) Potential increased incidence of birth defects, genetic mutation and cancer
- (d) Concentration to toxic levels via the food chains
- (e) Fear of certain food because of possible contamination

(2) Biological

- (a) Elimination of some species because of toxic effects
- (b) Elimination of some species because of introduction of stress or weakening of the species during some phase of the life cycle
- (c) Changes in variety and population in the ecosystem
- (d) Selective breeding of resistant species
- (e) Change of predatory and parasite relationships

- (f) Severe leveling of population numbers
- (3) Aesthetic and Recreational
 - (a) Loss of recreational opportunities:
 - Elimination of certain species
 - Over-production of certain species
 - (b) Development of large populations of nuisance organisms:
 - Taste and odors
 - Color
 - Suspended biomass
- e. Adverse Land and Water Use
 - (1) Sociological
 - (a) Urban congestion:
 - Loss of some of the amenities of life
 - Loss of diversity and opportunity for individualism
 - Development of high crime rate areas
 - (b) Failure to include social costs could lead to ineffective projects that do not operate as intended, breakdown of public sector functions
 - (c) Loss of sense of "home" to the urban dweller in certain types of housing developments
 - (d) Loss of open areas and recreational facilities
 - (e) Lack of adequate low cost housing in certain urban areas
 - (f) Development of low tolerance to changes in lifestyles and increased impatience with interfering agents
 - (2) Health Significance
 - (a) Increased need for sanitation facilities
 - (b) Increased generation of solid wastes

- (c) Increased need for sector control
- (d) Tensions due to increased tempo of life and increased stress
- (e) Creation of anxiety
- (3) Aesthetic
 - (a) Loss of sense of well-being in the community
 - (b) Creation of an atmosphere of ugliness
 - (c) Depreciation of the quality of life
- (4) Economic
 - (a) Tax burden shifts:
 - Loss of property as a revenue source
 - Increase in obligations to provide community services

B-7. NATURAL RESOURCE DEPLETION

a. Irreversible Processes

- (1) Lake Eutrophication
- (2) Loss of Certain Species of Biolife
- (3) Soil Erosion
- (4) Loss of Wet-Land Areas, Free-Flowing Streams and Canyons
- (5) Loss of Cold Regions Tundra
- (6) Permanent Modifications of Weather and Climate
- (7) Loss of Open Lands and Vista
- (8) Groundwater Pollution

b. Slow Regeneration Processes

- (1) Timber Harvesting
- (2) Overgrazing of Land
- (3) Overproduction of Groundwater in Excess of Recharge

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- (4) Temporary Change in the Ecosystem to Favor Certain Species

c. Economic

- (1) Cost of Developing Alternate Resource Due to the Depletion of Certain Resources
- (2) Long-Term Versus Short-Term Economic Considerations Where Viewed From Position of Long-Range National Goals Versus More Restricted Objectives

APPENDIX B

TABLE 1

Total and Percent Change in Population between 1970 and 1982 by Area a)

Area	Total Population (in thousands)				Total 1970 - 1982	Percent Change					
	1970	1975	1977	1980		1982	1970-75	1975-77	1977-80	1980-82	1970-82
1. Seattle	530.8	503.5	500.0	493.9	492.0	-7.3%	-1.0%	-.3%	-.4%	-.2%	-.6
King County	1,159.4	1,148.0	1,164.4	1,269.8	1,311.4	13.1	-.2	.7	3.0	1.6	1.1
2. Everett	53.6	53.2	51.7	54.4	56.7	5.8	-.1	-1.4	1.7	2.1	.5
Snohomish County	265.2	268.0	278.2	337.0	356.4	34.4	.2	1.9	7.0	2.9	2.9
3. Bremerton	35.3	37.1	39.3	36.2	35.5	.5	1.0	3.0	-2.6	-1.0	.04
Kitsap County	101.7	116.1	126.3	147.2	158.5	55.9	2.8	4.4	5.5	3.8	4.7
4. Oak Harbor	9.2	10.9	11.6	12.3	12.3	33.7	3.7	3.2	2.0	0	2.8
North Whidbey Island County	16.6 27.0	-- 30.0	-- 37.5	25.5 44.1	26.2 46.0	57.8 70.3	-- 2.2	-- 12.5	-- 5.9	1.4 2.2	4.8 5.9
5. Bellingham	39.4	41.0	43.1	45.8	45.0	16.8	.8	2.6	2.1	.2	1.4
Whatcom County	82.0	86.2	93.6	106.7	111.1	35.5	1.0	4.3	4.7	2.1	3.0

Notes:

a) Based on Washington State Office of Financial Management, Population trends for Washington State (various issues), and the U.S. Census for 1980

b) Based on information provided by Hall & Associates, Inc.

T A B L E 2

Age Distribution of the Population between 1970 and 1980 by Area (In Percent)

<u>Location</u>	<u>Age 0 - 4</u>		<u>Age 5 - 19</u>		<u>Age 20 - 64</u>		<u>Age 65 and Over</u>		<u>Median Age</u>	
	<u>1970</u>	<u>1980</u>	<u>1970</u>	<u>1980</u>	<u>1970</u>	<u>1980</u>	<u>1970</u>	<u>1980</u>	<u>1970</u>	<u>1980</u>
1. Seattle	6.6%	4.9%	22.8%	16.3%	57.5%	63.4%	13.1%	15.4%	31.9	32.2
King County	8.1	6.2	28.1	21.9	55.1	61.8	8.7	10.1	28.0	30.8
2. Everett	8.3	7.3	27.4	21.1	52.3	57.2	12.0	14.4	29.1	30.6
Snohomish County	9.5	7.8	31.6	25.1	51.5	58.4	7.4	8.7	26.0	29.3
3. Bremerton	7.8	7.8	24.6	19.2	57.3	60.5	10.3	12.5	26.2	26.9
Kitsap County	8.0	7.9	28.1	24.2	54.1	58.0	9.8	9.9	28.3	29.3
4. Oak Harbor	12.8	12.3	33.2	27.4	50.6	55.5	3.4	4.8	21.9	24.5
Island County	8.6	8.2	28.3	23.3	57.0	57.6	9.1	10.9	25.4	29.2
5. Bellingham	6.9	5.6	26.5	21.1	53.1	59.9	13.5	13.4	21.0	27.8
Whatcom County	7.8	7.3	29.2	23.9	51.3	57.6	11.7	11.2	26.7	28.6

Source: U. S. Census for 1980.

T A B L E 3

Population Forecasts by Area - 1985-1990
(thousands)

<u>Area</u>	Population in 1982	Forecasted Population		Percent Change Per Annum	
		1985	1990	1982-85	1985-
King County (Seattle)	1,311.4	1,334.5	1,389.2	.6%	.8
Snohomish County (Everett)	356.4	368.5	395.2	1.1%	1.5
Kitsap County (Bremerton)	158.5	167.9	190.0	2.0%	2.6
Island County (Whidbey Island)	46.0	49.7	54.6	2.7%	2.0
Whatcom County (Cherry Point)	111.1	115.1	121.0	1.2%	1.0

Source: Forecasts of the State and County Populations by Age and Sex: 1985-1990,
State of Washington, Office of Financial Management, Forecasting &
Estimation Division, November 1982

T A B L E 4

Labor Force and Employment Between 1975 and 1983 By Area

Resident Civilian Labor Force	King Co. (Seattle)	Snohomish Co. (Everett)	Kitsap Co. (Bremerton)	Island Co. (Whidbey NAS)	Whatcom Co. (Cherry Pt.)
1975	544,100	113,000	43,320	9,600	40,660
1980	703,400	163,000	58,500	12,890	48,980
1983 (March)	698,500	190,800	64,200	14,410	50,000
Employment					
1975	493,900	101,800	39,570	8,600	36,220
1980	600,400	151,200	54,920	11,910	44,000
1983 (March)	628.0	166,700	58,500	12,960	43,000
Unemployment					
1975	50,200	11,200	3,750	1,000	4,440
1980	43,000	11,800	3,580	980	4,980
1983 (March)	70,500	24,100	5,700	1,450	7,000
Unemployment Rate					
1975	9.2%	9.9%	8.7%	10.4%	10.9%
1980	6.1%	7.2%	6.1%	7.6%	10.2%
1983 (March)	10.1%	12.6%	8.9%	10.1%	14.0%
Labor Force Participation Rate - 1980 (Percent of Persons 16 years and over)	67.8%	66.2%	62.0%	60.1%	60.1%

Source: Washington State Department of Employment Security.

T A B L E 5a

Non-Agricultural Employment by Sector Between 1977 and 1981 by Area (In thousands)

	King Co. (Seattle)			Snohomish Co. (Everett)			Kitsap Co. (Bremerton)		
	1977	1981	Percent Change	1977	1981	Percent Change	1977	1981	Percent Change
Manufacturing	104,900	136,000	29.7%	21,400	32,800	53.3%	1,540	1,910	24.0%
Mining & Misc.	2,000	2,600	30.0	500	600	20.0	230	290	26.1
Construction	26,200	31,800	21.4	5,100	5,500	7.8	2,640	1,860	-29.5
Transportation, Communications and Utilities	40,000	30,100	-24.8	4,000	5,200	30.0	1,160	1,280	10.3
Wholesale & Retail Trade	138,900	163,400	17.6	16,900	22,900	35.5	6,840	7,760	13.5
FIRE	41,800	53,900	29.0	2,700	3,400	25.9	1,270	1,690	33.1
Service	105,100	137,400	30.7	11,500	15,300	33.0	5,280	8,770	66.1
Government	94,200	101,600	7.9	13,800	16,700	21.0	21,230	22,840	7.6
Federal Civilian	16,200	17,300	6.8	800	800	0	15,130	16,600	9.7
Total	553,100	672,900	21.7%	75,900	102,400	34.9%	40,190	46,400	15.5%
Percent Mfg. of Total	19.0%	20.2%		28.2%	32.0%		3.8%	4.1%	
Percent Construction of Total	4.7	4.7		6.7	5.4		6.6	4.0	
Percent Trade, FIRE, and Services of Total	51.7	52.7		46.2	40.6		33.3	39.3	
Percent Federal Government of Total	2.9	2.6		1.1	.8		37.6	35.8	

Source: Annual Planning Report, 1982, Washington State Department of Employment Security; Employment and Payrolls in Washington State by County and by Industry, Washington State, Department of Employment Security (various sources).

TABLE 5b (continued)

Non-Agricultural Employment by Sector Between 1977 and 1981 by Area (In thousands)

	Island Co. (Whidbey NAS)			Whatcom Co. (Cherry Pt.)			State of Washington		
	1977	1981	Percent Change	1977	1981	Percent Change	1977	1981	Percent Change
Manufacturing	519	620	19.5%	7,186	7,580	5.5%	260,000	301,900	16.1%
Mining & Misc.	31	50	61.3	580	400	-31.0	2,300	3,100	34.8
Construction	427	380	-11.0	2,460	2,620	6.5	77,600	88,700	14.3
Transportation, Communications, and Utilities	253	300	18.6	1,871	2,200	17.6	78,900	89,300	13.2
Wholesale & Retail Trade	1,321	1,650	24.9	8,624	9,990	15.8	329,000	382,700	16.3
FIRE	291	430	47.8	1,433	1,700	18.6	75,000	91,400	21.9
Service	693	880	27.0	5,399	6,760	25.2	249,300	317,000	27.2
Government	2,390	2,890	20.9	6,710	7,450	11.0	294,900	324,200	9.9
Federal Civilian	1,318	1,256(6/80)	-4.7	350	480(6/80)	37.1	61,900	66,500	7.4
Total	5,925	7,200	21.5%	34,613	38,700	11.8%	1,367,000	1,598,300	16.9%
Percent Mfg. of Total	8.8%	8.6%		20.8%	19.6%		19.0%	18.9%	
Percent Construction of Total	7.2	5.3		7.1	6.8		5.7	5.6	
Percent Trade, FIRE, and Services of Total	38.9	41.1		44.7	47.7		47.8	49.5	
Percent Federal Government of Total	22.2	17.4		1.0	1.2		4.5	4.2	

TABLE 6

Personal Income by Area 1972, 1977 and 1981

King County (Seattle) Snohomish County (Everett) Kitsap County (Bremerton) Island County (Whidbey NAS) Whatcom County (Cherry Point) U.S.

Per Capita Personal Income

1972 \$ 5,154 \$ 3,987 \$ 4,452 \$ 3,805 \$ 4,070 4,492
 1977 8,876 6,782 7,406 6,035 6,982 7,038
 1981 13,675 9,750 10,880 10,006 9,451 10,495

Percent Income Growth Per Annum

1972-77 14.4% 14.0% 13.3% 11.7% 14.3% 11.3%
 1977-81 13.5 10.9 11.7 16.5 8.8 12.3

Percent Income Growth

1972-81 165.3% 144.5% 144.4% 163.0% 132.2% 133.6%

Area Income as Percent of U.S. Average

1972 114.7% 88.8% 99.1% 84.7% 90.6% 100.0%
 1977 120.1 96.3 105.2 85.8 99.2 100.0%
 1981 130.3 92.9 103.7 95.3 90.5 100.0%

Total Personal Income by Residence (\$ thou)

1981 \$17,809,038 \$3,428,388 \$1,679,077 \$ 444,745 \$1,030,907 \$2,406,545,000

Transfer Payments (\$ thou) as a Percent of Income in 1981

1,925,692 438,963 281,126 74,606 156,262 336,334,000
 10.8% 12.8% 16.7% 16.8% 15.1% 14.0%

Residence Adjustment in 1981 (\$ thou)

-1,320,875 \$ 418,880 \$ 167,696 \$ 69,102 \$ -2,696

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Local Area Personal Income (various issues).

TABLE 7

**Outlays for Goods and Services as Percent of Personal Income
by Area 1972 and 1977 ^{a)}**

Income:	1972	1977	1972	1977	1972	1977	1972	1977	1972	1977	1972	1977	1977
Personal Income (\$ millions)	\$5,825	\$10,309	\$1,032	\$1,871	\$ 452	\$ 906	\$ 111	\$ 229	\$ 359	\$ 657			\$ 27,854
Per Capita Income	5,154	8,876	3,987	6,782	4,452	7,406	3,805	6,037	4,070	6,982			7,567
<u>Goods and Services Purchased:</u>													
Retail Sales (\$ millions)	\$2,821	\$4,918	\$501	\$948	\$191	\$391	\$38	\$79	\$191	\$383			\$13,503
Selected Services (\$ millions)	754	1,449	58	119	18	56	4	8	25	55			2,984
Total	\$3,575	\$6,367	\$559	\$1,067	\$209	\$447	\$42	\$87	\$216	\$438			\$16,487
<u>Goods and Services Outlays as Percent of Personal Income</u>													
	61.4%	61.8%	54.2%	57.0%	46.2%	49.3%	37.8%	38.0%	60.2%	66.7%			59.1%
Population (Thous.)	1,146.0	1,164.4	265.9	278.2	101.6	126.3	27.9	37.5	85.0	93.6			3,662.0

Note: a) Seattle CPI increased by 48.4 percent between 1972 and 1977

Source: U.S. Department of Commerce, Census of Business, 1972 and 1977, and Bureau of Economic Analysis, Local Area Personal Income (various issues).

T A B L E 8

**Selected 1980 Washington State Housing and
Household Characteristics**

Jurisdiction	Total Households	Vacant Housing Units	Vacancy Rate	Persons Per Household
State total	1,689,461	148,972	.09	2.61
State Unincorporated	776,437	91,100	.12	2.88
State Incorporated	913,024	57,872	.06	2.40
King County	525,556	28,293	.05	2.49
Unincorporated	183,344	10,245	.06	2.88
Incorporated	342,212	18,048	.05	2.28
Seattle	230,039	10,570	.05	2.15
Snohomish County	131,206	10,505	.08	2.76
Unincorporated	68,994	7,030	.10	2.99
Incorporated	62,212	3,475	.06	2.53
Everett	23,912	1,554	.06	2.38
Kitsap County	57,327	4,526	.08	2.68
Unincorporated	37,874	3,331	.09	2.87
Incorporated	19,453	1,195	.06	2.32
Bremerton	24,960	893	.06	2.31
Island County	20,872	5,013	.24	2.67
Unincorporated	15,609	4,616	.30	2.59
Incorporated	5,263	397	.08	2.84
Oak Harbor	4,407	300	.07	2.97
Whatcom County	47,479	7,849	.17	2.60
Unincorporated	22,770	6,150	.27	2.91
Incorporated	24,709	1,699	.07	2.37
Bellingham	19,750	1,319	.07	2.30

Source: Population Trends for Washington State, State of Washington, Office of Financial Management, August 1982.

T A B L E 9

Selected 1980 Washington State Housing Unit Tenure and Vacancy Rates

Jurisdiction	Year-Round Housing Units	Owner-Occupied Housing Units	Renter-Occupied Housing Units	Vacant Units For Sale	Vacant Units For Rent
State	1,651,680	1,011,322	529,188	21,235	41,831
King County Seattle	524,500 229,922	308,371 111,944	188,892 107,525	5,647 1,684	11,522 4,789
Snohomish County Everett	128,820 23,870	86,442 12,019	34,257 10,339	2,518 443	2,185 753
Kitsap County Bremerton	56,699 14,527	35,550 6,079	17,259 7,984	564 68	1,017 433
Island County	18,037	10,602	5,257	264	493
Whatcom County Bellingham	43,674 19,776	25,830 10,043	13,800 8,422	460 206	1,115 690

Source, U. S. Census, Advance Estimates

T A B L E 10 a

Selected School District Enrollment and Capacity in King County
(1982 and 1987 projected)

<u>Location</u>	<u>School District</u>	<u>Grade</u>	<u>1982 Capacity</u>	<u>1987 Projected Enrollment</u>	<u>1987 Classroom Surplus/Deficit</u>
Seattle *	1	K-4	35,828	12,864	22,964
		5-8	17,198	11,167	6,031
		7-8	1,253	5,258	-4,005
		9-12	20,748	13,842	6,906
		(Anomolous) HC	1,543	420	1,123
Shoreline	412	K-6			
		7-8			
		9-12			
		(Anomolous) HC	902	108	794
		Total	15,639	7,537	8,102
Highline	401	K-6			
		7-8			
		9-12			
		HC	204	204	Ø
		VC	293	293	Ø
		Total	25,413	13,889	11,524
Renton	403	K-6			
		7-8			
		9-12			
		HC	411	240	171
		VC	1,195	1,195	Ø
Kent	415	Total	19,926	10,504	9,422
		K-6			
		7-9			
		10-12			
		HC	204	204	Ø
		Total	17,190	16,658	532

* Refers to major impacted districts(s).

T A B L E 10 b

Selected School District Enrollment and Capacity in Snohomish County
(1982 and 1987 projected)

<u>Location</u>	<u>School District</u>	<u>Grade</u>	<u>1982 Capacity</u>	<u>1987 Projected Enrollment</u>	<u>1987 Classroom Surplus/Deficit</u>
Everett *	2	K-5	7,459	4,773	2,686
		6-8	3,406	2,727	679
		9-12	3,931	3,939	- 8
Mukilteo *	6	K-6	3,004	2,924	80
		K-8	1,583	3,811	-2,228
		7-9	833	1,492	- 659
		10-12	1,325	2,302	- 977
Edmonds	15	K-6			
		7-9			
		10-12			
		Total	25,702	14,502	11,200
Marysville	25	K-5			
		6-8			
		9-12			
		Total	6,800	7,899	-1,099
Snohomish	201	K-6			
		7-9			
		10-12			
		Total	5,994	5,930	64
Monroe	103	K-6			
		7-9			
		10-12			
		Total	3,272	3,105	167
Lake Stevens	4	K-6			
		7-8			
		9-12			
		Total	4,192	3,169	1,023

* Refers to major impacted district(s).

T A B L E 10 c

Selected School District Enrollment and Capacity in Kitsap County
(1982 and 1987 projected)

<u>Location</u>	<u>School District</u>	<u>1) Grade</u>	<u>1982 Capacity</u>	<u>1987 Projected Enrollment</u>	<u>1987 Classroom Capacity (Surplus/Deficit)</u>
Bremerton *	Brem. 100	K-6	3,430	2,796	634
		7-9	759	1,102	-343
		10-12	1,256	1,434	-178
Central Kitsap *	401	K-6	5,196	4,960	236
		7-9	1,724	2,370	-646
		10-12	2,406	2,449	- 35
North Kitsap	400	K-5	1,959	2,002	-143
		6-8	852	1,213	-361
		9-12	1,272	1,660	-388
South Kitsap	402	K-6	4,386	4,987	-601
		7-9	2,532	2,275	257
		10-12	2,653	2,169	484
Bainbridge	303	K-5	1,440	805	635
		6-8	1,048	679	369
		9-12	1,344	1,013	331

* Refers to major impacted district(s).

1) Excludes vocational schools.

T A B L E 10 d

Selected School District Enrollment and Capacity in Island County
(1982 and 1987 Projected)

<u>Location</u>	<u>School District</u>	<u>Grade</u>	<u>1982 Capacity</u>	<u>1987 Projected Enrollment</u>	<u>1987 Classroom Surplus/Defici</u>
Oak Harbor *	201	K-6	2,162	2,129	33
		7-9	1,549	1,041	508
		10-12	1,107	1,051	56
S. Whidbey	206	K-4			
		5-8			
		9-12			
		Total	1,856	1,550	306

* Refers to major impacted districts(s).

TABLE 10 e

Selected School District Enrollment and Capacity in Whatcom County
(1982 and 1987 Projected)

<u>Location</u>	<u>School District</u>	<u>Grade</u>	<u>1982 Capacity</u>	<u>1987 Projected Enrollment</u>	<u>1987 Classroom Surplus/Deficit</u>
Bellingham *	501	K-5	5,405	3,819	1,586
		6-8	2,584	2,056	528
		9-12	2,927	2,821	106
		HC	96	96	0
Ferndale	502	K-6			
		7-8			
		9-12			
		Total	4,440	3,184	1,256
Meridian	505	K-4			
		5-8			
		9-12			
		Total	860	1,249	-389

* Refers to major impacted district(s).

TABLE 11

City/County Municipal Outlays and Revenues Per Capita By Area a)

	King County	Seattle	Snohomish County	Everett	Kitsap County	Bremerton	Island County	Oak Harbor	Whatcom County	Bellingham
Total Expenditures	\$152	\$393	\$136	\$282	\$123	\$239	\$151	\$151	\$162	\$337
Gen. Govt.	62	84	44	52	41	60	44	33	49	49
Security of Persons and Property	29	129	27	143	20	94	23	52	24	98
Law Enforcement	13	79	15	58	13	55	12	39	14	51
Physical Environ (Parks)	13	82	14	39	6	28	4	12	16	41
Mental & Physical Health	19	20	12	1	18	2	11	.3	18	5
Transportation	14	26	29	25	29	49	64	49	50	125
Other	16	52	9	23	7	5	5	5	6	21
Total Revenues	\$152	\$394	\$148	\$315	\$132	\$243	\$155	\$135	\$172	\$340
Property Tax	55	75	41	69	41	29	49	28	53	42
Sales & Use Tax	13	39	9	54	10	31	9	22	11	66
Licenses and Permits	3	104	3	61	4	44	6	1	4	86
Federal Revenue c)	30	70	37	43	20	20	19	12	38	59
State Shared	7	40	14	37	16	50	38	49	14	50
Charges	8	19	7	14	11	10	9	4	20	7
Other	36	48	37	36	32	58	25	18	34	31

a) Excludes enterprise funds (utilities). Per capita values for counties computed for all residents.

b) Fire services are provided within unincorporated portions of counties by independent fire districts.

c) Includes Federal Revenue Sharing

Source: 1982 Citizens Guide to Local Government, Washington State Research Council, December 1981.

T A B L E 12

Law Enforcement Outlays, Manpower, and Crime Rates by Area a)

1981

	Per Capita Law Enforcement Outlay	Number of Officers With Arrest Authority	Officers/ 1000 Residents	Reported Crimes b)
King County Seattle	\$ NA 90	466 1,051	.86 2.14	24,305 46,339
Snohomish County Everett	33 80	113 98	.53 1.75	6,885 5,575
Kitsap County Bremerton	19 64	54 69	.50 1.86	3,156 3,025
Island County Oak Harbor	24 50	22 16	.71 1.30	605 483
Whatcom County Bellingham	36 72	37 69	.73 1.50	1,744 4,586

a) County per capita values based on population in unincorporated portion of county.

b) Includes major (7 categories) crimes in 1979.

Source: 1982 Citizens Guide to Local Government, Washington State Research Council, December 1981, and FBI Uniform Crime Reports 1979

T A B L E 13

Summary of Property Tax Base by Area - 1981

	<u>King Co.</u>	<u>Seattle</u>	<u>Snohomish Co.</u>	<u>Everett</u>	<u>Kitsap Co.</u>	<u>Bremerton</u>	<u>Island Co.</u>	<u>Oak Harbor</u>	<u>Whatcom Co.</u>	<u>Bellingham</u>
Total Assessed Valuation (\$ millions)	\$45,116.0	\$18,252.7	\$8,761.4	\$2,292.4	\$3,104.5	\$459.1	\$1,061.8	\$194.9	\$3,087.5	\$976.4
Per Capita A V	34,445	37,084	24,841	40,936	19,875	12,407	23,491	15,825	28,094	21,042
G.O. Bonding Capacity (\$ millions)										
w/o voter approval a)	338.4	\$136.9	\$65.7	\$17.2	\$23.2	\$3.4	\$8.0	\$1.4	\$23.2	\$7.3
with voter approval	1,127.9	456.3	219.0	57.3	77.6	31.0	26.6	4.9	77.1	24.4
Estimated G.O. Debt Outstanding (\$ millions)	\$291.6	466.9 ^{c)}	\$18.5	NA	\$5.1	NA	NA	NA	\$3.9	NA
Estimated Available Capacity w/o voter approval	\$46.8	\$-330.0	\$47.2	NA	\$18.1	NA	NA	NA	\$19.3	NA

Notes:

- a) 0.75 percent limitation on both county (excluding road fund) and city governments.
- b) 2.50 percent limitation on both county and city governments for general purposes.
- c) This sum may include voter approved elements.

Source: 1982 Citizens Guide to Local Government, Washington State Research Council; Research Council's Handbook; and R. E. Hansen, et.al., A Financial Profile of the Effects of Voter Decisions (1/394) on Future Washington Municipal and State Borrowings.

T A B L E 14

Limitations on Bonded Indebtedness by Taxing District

<u>Taxing District</u>	<u>Percent Limitation On Debt Without Voter Approval</u>	<u>Percent Limitation On Debt With Voter Approval</u>
Counties	0.75	2.50
Road	0.375	1.25
Cities, Towns	0.75	2.50 to 7.50 a)
Ports	0.25 to 0.375 b)	0.75 to 1.25 c)
Fire	0.375	0.75 d)
Sewer	0.375	2.50
Water	0.50	2.50
Schools	0.375	2.50 to 5.00 e)
Hospitals	0.75	2.50
Library	0.10	0.50
Flood Control	0.75	1.50
Public Utility	0.75	1.25
Metropolitan Municipal Corp.	0.75	5.00
Metropolitan Park & Recreation	0.075	2.50
Most Other Special Districts	0.375	1.25

- a) 2-½ percent for general purposes; and additional 2-½ percent for municipally owned water, light or sewer systems; an additional 2-½ percent for acquiring and developing open space and park facilities.
- b) ¼ of 1 percent for general purposes, an additional 1/8 of 1 percent for any district with less than \$200 million in taxable property value which operates an airport.
- c) ¾ of 1 percent for general purposes; and additional 3/8 of 1 percent for any district with less than \$200 million in taxable property value which operates an airport, provided that the total indebtedness for all port purposes does not exceed 1-¼ percent at any time.
- d) Includes limitation for capital purposes.
- e) 2-½ percent for any school purposes; an additional 2-½ percent for capital outlay purposes only.

Source: The Research Councils Handbook, State and Local Government in Washington, Fourth Edition. Washington State Research Council.

TABLE 15
Federal, State and Local Contributions to
Trident Impact Area - Totals
1974 - 1980

Purpose	Domestic Agencies	Dept. of Defense	State	Local	Total
Roads	\$ 3,362,000	\$ 52,890,000*	\$29,000,000	\$ 4,300,000	\$ 89,552,000
Schools	6,629,567	10,600,000	56,200,000	14,100,000	87,529,567
Sewers	10,799,189	8,713,009**	2,277,053	1,579,572	23,368,822
Social & Health	835,000	1,311,000	5,000,000	9,300,000	14,446,000
Water	700,087	2,936,512	464,028	6,489,501	10,590,128
Fire Protection		2,194,042	300,000	5,242,430	7,736,472
Law & Justice	326,000	3,040,777	1,000,000	3,119,810	7,486,587
Parks		745,056	500,000	5,257,854	6,502,910
Housing	4,452,812	1,600,000			6,052,812
Planning	974,412	1,708,248***		359,219	3,041,879
Libraries		350,000		2,453,000	2,803,000
Total	\$28,079,067	\$ 86,088,644	\$92,741,081	\$52,201,386	\$259,110,178

* Includes \$22M of Defense Access Highway Funds
 ** Includes \$8,248,231 of Navy funds for joint county/Navy sewer plant
 *** Includes \$250,000 of Defense Access Highway Funds

December 1980

TABLE 16

INDICATORS OF COMMUNITY IMPACTS ASSOCIATED WITH STRATEGIC HOMEPORTING

Criteria	Seattle Low Moderate High	Everett Low Moderate High	Bremerton Low Moderate High	NAS Whidbey Low Moderate High	Cherry Point Low Moderate High
Population	•	•	•	•	•
Employment/Income	•	•	•	•	•
Housing	•	•	•	•	•
Education	•	•	•	•	•
Utilities	•	•	•	•	•
Transportation	•	•	•	•	•
Municipal Services	•	•	•	•	•
Tax Base	•	•	•	•	•

Key:
• Indicates adverse impact condition resulting from project.

APPENDIX C

PERTINENT LEGAL DECISIONS

I. Greenpeace Seattle vs. Weinberger - 21 Jan 1982

Subject: A Navy Environmental Impact Statement (EIS) resulted in a Finding Of No Significant Impact (FONSI) in regard to the construction of a water pit facility for the temporary storage of nuclear waste fuel rods at the Puget Sound Naval Shipyard.

Contention: An EIS is required since the project entails the use of nuclear fuel or radioactive materials. Also, events such as a bombing during war, terrorist's attacks, and an unprecedented earthquake would cause environmental harm from the water pit.

Facts: The Navy's design and system took into effect all adverse possible environmental factors. The design was more conservative than similar commercial activities with such features as added security, earthquake design of 7.5 Richter, 55Km beneath the pit, and extensive monitoring systems, etc.. The design was also approved by the EPA and the Dept. of Energy.

Decision: Navy decision upheld.

II. Concerned about Trident vs. Schlesinger - 22 Aug 1975

Subject: The DOD and Navy completed their EIS process and chose Bangor, Wa. as its primary site for the Trident Base.

Contention: DOD and Navy was arbitrary and capricious in its decision and did not act in accordance with NEPA intent or requirements.

Facts: Court found after reviewing the EIS that the Navy made an exhaustive summary of environmental issues for both the primary site at Bangor and the alternatives and that the EIS process was conducted fully and in good faith.

Decision: Complaint dismissed

III. Concerned Citizens for the 442nd T.A.W. vs. Bodycombe - 8 April 1982

Subject: The Air Force prepared an Environmental Assessment (EA) and decided to file a FONSI for the deactivation of a T.A.W.

Contention: The Air Force made the decision before filing the EA. Also, the transfer of fuel and arms and the change in economic and social environmental effects warranted an EIS.

Facts: The Air Force did not make a decision on the issue prior to the EA. A plan was proposed but the final decision was not made. 40 CFR 1508.9 states that economic and social factors alone do not mandate an EIS. The safety record of the Air Force in handling arms and fuel is satisfactory.

Decision: Complaint dismissed.

IV. Committee for Protection for Parks vs. Weinberger - 2 September 1982

Subject: The Navy's EIS for a Naval Hospital at Florida Canyon in San Diego revealed an earthquake fault near the area. After construction and design changes were made to the project, a Supplemental EIS (SEIS) was made favoring the Florida Canyon site.

Contention: The Navy did not make a good faith effort in the NEPA/EIS process and made its decision prior to the process. The SEIS was only a subsequent attempt to justify a bad decision. The loss of some parkland at the Florida Canyon site due to the project is an irreparable and unsubstantiated harm to the public interest.

Facts: The test of EIS adequacy is a pragmatic review of the EIS document itself to see if there has been a bad faith attempt to discuss all foreseeable environmental consequences. The EIS and the SEIS was exhaustive in its study and the treatment of all consequences and alternatives and thus valid. Prior preliminary decisions are not final decisions. The weighting of loss of parkland versus loss of hospital service for 400,000 military personnel has to be balanced and weighed together and the plaintiff has the burden to prove a substantial inequality.

Decision: Preliminary injunction denied.

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